



REPORT TO POLICE AND CRIME COMMISSIONER FOR LANCASHIRE

DECISION 2015/39	DATE: 16 SEPTEMBER 2015
TITLE: CUMBRIA AND LANCASHIRE STRATEGIC ALLIANCE (CALSA)	
REPORT BY: ANGELA HARRISON	

Executive Summary

The proposed Cumbria and Lancashire Strategic Alliance (CALSA) is intended to develop the relationship, build confidence and deliver policing services to both counties that are more efficient and effective. The outcomes should reduce cost and/or improve resilience and/or capability. It is intended to enable the two Constabularies to develop models of policing together, while not constraining each Constabulary's ability to work with other partners. CALSA is not a merger proposal and wholesale force mergers are specifically excluded from the scope of the CALSA. The intention is that the two Constabularies will work together to improve services to the public and bring benefits to both Constabularies, while remaining independent organisations.

Recommendation

That the Cumbria and Lancashire Strategic Alliance (CALSA) be supported and the approach to developing a strategic alliance set out within it endorsed.

Signature

Clive Grunshaw

Police and Crime Commissioner

Date

16th September 2015

PART II

1. Background and Advice

- 1.1. Within the CALSA both Constabularies will remain as independent police forces capable of delivering flexible and efficient policing services to meet local public needs. A joint command structure is excluded from the scope of the proposal. Both Constabularies will retain their Chief Officer teams, Chief Superintendents and Chief Finance Officers. Also out of scope is Response Policing, Neighbourhood Policing and Local Investigations. The CALSA recognises the local identity of each Constabulary.
- 1.2. Within the scope of the CALSA are all specialist services, all support functions and all police officers and staff that do not have to be locally based.
- 1.3. The CALSA will have a programme of work made up of distinct projects. Each will be subject to initial scoping, development of a business case, consideration of findings and development of options for sign off. Final sign off for any project developed under the CALSA will require authorisation by both Commissioners and Chief Officer Groups. It is proposed within the CALSA that day to day governance will be undertaken through joint meetings of both Deputy Chief Constables (DCCs) and Change Programme Leads, supported by others as required.
- 1.4. The proposal has been the subject of detailed discussion between the two Constabularies and an informal discussion between the two Commissioners.

2. Links to the Police and Crime Plan

This alliance will strengthen and contribute to maintaining front line policing.

3. Consultation

N/A

4. Implications

4.1. Risk

There is a risk that not progressing with the CALSA will make it more difficult for the individual Constabularies deliver policing services in their respective force areas. There is a possibility that some people may see the CALSA as the start of a merger process, but merger is specifically excluded from the scope of the CALSA.

4.2. Legal

Commissioners and Chief Constables have a statutory duty to deliver effective and efficient police services and to work collaboratively when that is in the interest of the efficiency and effectiveness of their own and other force areas.

4.3. Financial

While services delivered as a result of the CALSA must deliver financial savings to each Constabulary to help protect frontline services, neither Constabulary is relying on the CALSA to deliver their budget savings. It is anticipated that amongst the benefits delivered by the CALSA will be capability and resilience at a time of on-going budget reductions.

4.4. Equality Considerations

Every business case considered under the CALS, and any subsequent implementation, will require each Chief Constable and Commissioner to provide evidence and demonstrate due regard to their equality duties under the Equality Act 2010 and compliance with the Human Rights Act 1998. They will also show how policies, procedures, practices and decisions will impact on improving service delivery outcomes for communities in line with legislation and their objectives. They will achieve this by undertaking equality assessments in line with each organisation's policy.

4.5. I.T

None identified at the present time, though compatibility of ICT systems is likely to be crucial in developing collaborative and shared services.

4.6. Procurement

None identified at the present time.

4.7. Victims

Building capability and resilience should ensure that victims continue to receive a high standard of service from both Constabularies.

5. Background Papers

Cumbria and Lancashire Strategic Alliance: Proposal for Agreement (September 2015)

6. Public access to information

Information in this form is subject to the Freedom of Information Act 2000 and other legislation.

Part 1 of this form will be made available on the PCC website within 3 working days of approval. Any facts/advice/recommendations that should not be made available on request should not be included in Part 1 but instead on the separate Part 2 form.

Officer declaration	Date
LEGAL IMPLICATIONS – As above	15 Sept 2015
FINANCIAL IMPLICATIONS – As above	15 Sept 2015
EQUALITIES IMPLICATIONS – As above	15 Sept 2015
CONSULTATION – As above	15 Sept 2015
<p>Director to the Office of the Police and Crime Commissioner (Monitoring Officer)</p> <p>I have been informed about the proposal and confirm that financial, legal and equalities advice has been taken into account in the preparation of this report. I am satisfied that this is an appropriate request to be submitted to the Police and Crime Commissioner and Chief Constable for Lancashire.</p> <p>Signature.....Date.....</p>	



Cumbria and Lancashire Strategic Alliance

1 Introduction

This document sets out the approach to developing a strategic alliance between Cumbria and Lancashire constabularies – the Cumbria and Lancashire Strategic Alliance (CALSA).

It will set out the framework and principles to which CALSA will operate and against which proposals for alliance will be based.

The drivers for developing CALSA are:

- Home Office and HMIC expectations that police forces and police and crime commissioners will explore opportunities to work collaboratively in order to deliver financial and operational benefits for the public.
- The duty placed on chief officers and commissioners to keep collaborative activities under review and, to collaborate where it is in the interests of the efficiency and effectiveness of their own and other police force areas (Police and Social Responsibility Act 2011).

The geographical proximity, the similar policing style and approach (namely neighbourhood policing) and the on-going development of good working relationships facilitate this Strategic Alliance.

2 The Cumbria and Lancashire Strategic Alliance – Purpose and Framework

Working together to improve services to the public and to bring benefits to both constabularies and commissioners, while remaining independent organisations.

Each constabulary will remain an independent police force capable of delivering flexible and efficient policing services to meet local public needs.

Each constabulary will have a greater benefit from the alliance than if working as an individual organisation. Benefits can include capability and resilience.

Services provided must deliver financial savings to each force so that the respective PCCs and chief officers can protect frontline services.

CALSA will enhance the quality of policing services and constabularies will develop their policing models in a way that is inclusive of each other as far as possible.

CALSA will maintain the confidence of the public in delivering policing services in both force areas.

Neither constabulary is relying on CALSA to meet its budget savings' target. Counterbalanced against this, CALSA will understand and manage the long term benefits.

There is a flexible approach to alliances – different models on the collaboration continuum can apply to different services or functions. CALSA does not preclude arrangements being made with other forces, public or private organisations for specific functions or activities. However, it is anticipated that dialogue with the other partner in CALSA – being the preferred police partner - would be undertaken prior to decisions being made that may affect this arrangement.

3 Scope

In the initial stages of this agreement, the following is included

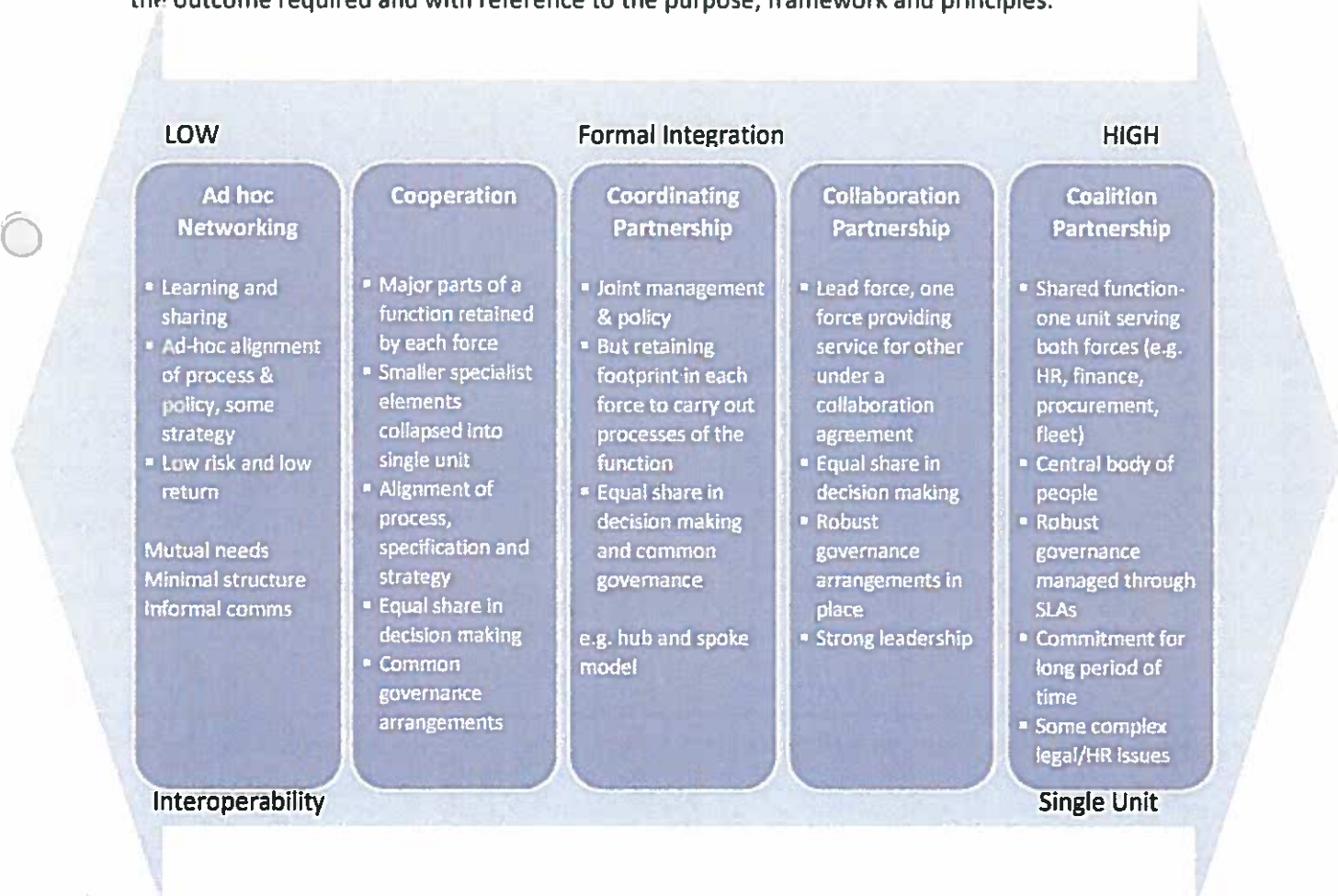


Joint command is excluded – this means chief officer teams, police ranks down to and including chief superintendent and chief financial officers. Wholesale force mergers are excluded.

Following the initial exercises, the scope will be documented in more detail.

4 Models of Collaboration

There are varying degrees and types of collaboration models when organisations work together. The level of integration can be different for each service or function. CALSA will look at the full range of options available and the right solution will depend on the nature and complexities of the function, the outcome required and with reference to the purpose, framework and principles.



5 Principles

Whichever collaboration model is selected, agreements will be assessed against the following principles, taking into account the purpose and framework as stated in Section 2 of this document.

Principle 1

The Strategic Alliance will recognise the local identity of each constabulary.

Principle 2

Alliances for specific services or functions will be assessed on a case by case basis, taking into account the strategic vision of each constabulary, changes to the police landscape and the wider collaboration initiatives with other forces, the region and nationally.

Services should be provided against a set of common objectives.

Decisions will be biased towards the most cost effective and efficient approach to be taken for individual projects or programmes of work.

Principle 3

Alliances for specific services or functions will be considered only where there are clearly defined benefits for both constabularies, based on:

- Completion of a detailed scoping study. This will involve key stakeholders and identify opportunities and barriers, including an assessment of whether there is sufficient commitment to succeed.
- Development of a detailed business case presented to the Chief Officers and Police and Crime Commissioners of each force. Business cases must include potential funding sources, savings and, costs to set up, operate and dismantle.

Benefits must maintain or add value to service delivery for the public. Benefits can be financial, and /or increase capability and/or resilience for each force.

Costs and benefits must be distributed fairly, transparently and with minimum bureaucracy.

Principle 4

Documented governance arrangements and mandates for any alliance for specific services or functions will be agreed in order to:

- encourage trust and openness in the alliance
- ensure effective leadership
- ensure appropriate and unequivocal accountability
- inform timely and well informed decision making
- provide the framework for managing service delivery and,
- will include an agreed exit strategy.

Principle 5

There is a flexible approach to alliances – different models on the collaboration continuum can apply

to different services or functions. The models are briefly outlined in Section 4. Where greater benefits from wider collaborations exist, these should be taken.

Principle 6

The approach taken should not disrupt ongoing force change programmes significantly, so that existing saving commitments can be delivered. However, the alliance should always be considered as one of the options for change considered by each force when reviewing functions or activities.

It should be recognised that any plan for an alliance will alter the evolution and delivery of the final service arrangements.

6 Statement for Equality, Diversity and Human Rights

For each business case and subsequent implementation, CALSA will expect that each constabulary and commissioner is able to:

- Evidence and demonstrate due regard for their equality duties in line with the Equality Act 2010 and compliance with the Human Rights Act 1998.
- Evidence consideration of how policies, procedures, practices and decisions will impact on improving service delivery outcomes for communities in line with legislation and their objectives.
- That this will be achieved through application of Equality Analysis as per each organisation's policy.

7 Legal Framework

The legal framework for this Strategic Alliance is enshrined in the Police and Social Responsibility Act 2011 in the duties of chief constables and commissioners to deliver an efficient and effective police service.

8 Governance

The Strategic Alliance is a programme of work made up of distinct projects so an appropriate coordinating process is required.

However, this must not be overly time-consuming or bureaucratic, but must focus on common sense and robust management so that:

- There is appropriate accountability for delivery of the project work and
- Decision making is effective, evidence-led, transparent, auditable and supports strategic objectives

Governance will be via joint meetings comprising both DCCs and Change Programme leads, including other people as required, to:

- Consider the results of initial scoping exercises
- Commission detailed business cases
- Consider findings and options for progression to final sign off
- Ensure that momentum is maintained and that the Strategic Alliance projects progress.

Interim sign off within each constabulary will be via its own governance structure if required.

Final sign off for any projects being implemented will require Chief Officer and PCC authorisation from both organisations.

9 Terms of reference for next steps

9.1 Objective

To conduct a comprehensive scoping exercise in order to identify potential collaborative opportunities where improvements could be made to service delivery in line with CALSA’s purpose, framework and principles.

The approach requires each constabulary to:

- Evaluate their current position in terms of cost and resources
- Evaluate their current functions/service delivery, using evidence and professional judgement (this should include demand and comparator benchmarking)
- Use the baseline information to identify collaborative/shared service opportunities that deliver benefits as defined in CALSA’s purpose, framework and principles.

9.2 Method and plan

Phase	Timescale	Deliverable
<p>PHASE 1</p> <p><u>1. Initial research and scoping for:</u></p> <ul style="list-style-type: none"> • Crime/CID <i>Both Det Chief Supts</i> • Operational Support <i>Both uniformed Chief Supts</i> • Corporate support functions <i>Dir Corporate Support (Cumbria) & ACO (Lancs)</i> <p><u>2. Review of both Change Programmes</u></p> <p><i>Both Change Programme leads</i></p>	<p>By end September 2015</p>	<p>For each constabulary:</p> <ul style="list-style-type: none"> • High-level baseline data for overall costs, including any major contracts • Structure charts/resourcing levels • Baseline data from HMIC and VfM profiles • IT systems used • Identify any best practice/easy benchmarking with other forces that could be utilised • Identify any potential quick wins • Identify opportunities for further collaborative work • Opportunities from the change programmes
<p>TO JOINT DCC MEETING TO DISCUSS PRIOR TO PROGRESSING TO NEXT PAHSE</p>		

Phase	Timescale	Deliverable
<p>PHASE 2 Assessment and outline business case NB HO Innovation funding opportunities</p>	<p>By end December 2015</p>	<p>Joint document of findings and assessment of the leads, using standardised template</p> <p>Report on potential collaborations with outline assessment identifying:</p> <ul style="list-style-type: none"> • Potential savings, resilience or increased capability • Threats, risks and interdependencies • Timeframes
<p>PRESENT TO CHIEF OFFICERS AND COMMISSIONERS FOR RATIFICATION AND APPROVAL OF FURTHER WORK</p>		
<p>PHASE 3 Outline business case</p>	<p>By end February 2016</p>	<p>Joint outline business case by leads to include:</p> <ul style="list-style-type: none"> • Current service provision • Demand analysis • Opportunities, high level options and models • Proposals for beneficial collaborations and best model to adopt along the continuum (see Section 4) • Evidence based feasibility study, cost/benefit analysis, impact and risk assessment; outline savings and costs • Identify internal and external interdependencies including gap analysis of what would be required to progress • Identification of areas of business where it's not appropriate to consider collaboration, supported by rationale
<p>PRESENT TO CHIEF OFFICERS FOR APPROVAL TO CONSULT ON MODEL PROPOSED AND DEVELOPMENT OF FULL BUSINESS CASE</p>		
<p>PHASE 4 Full business case</p>	<p>By end April 2016</p>	<p>Joint full business case by leads to include: (more detail on above plus):</p> <ul style="list-style-type: none"> • Recommendations for change • How it will work, including governance arrangements and exit strategy • Summary of savings • Summary of resources required and other costs to operate • Implementation costs and ROI • Legal, procurement and ICT implications • Other implementation considerations • HR implications and strategy to deliver • Statutory Consultation requirements • Equality analysis • Risk assessment • Interdependencies

Phase	Timescale	Deliverable
JOINT CHIEF OFFICER AND COMMISSIONER CONSIDERATION FOR : FINAL SIGN OFF AND/OR PROCEEDING TO FORMAL CONSULTATION IF REQUIRED		
PHASE 5 Staff consultation if required	TBA	Note police staff consultation will depend on each constabulary's approach to management of change.
FINAL SIGN OFF BY CHIEF OFFICERS AND COMMISSIONERS		
PHASE 6 Implementation	TBA	Approach and management of implementation dependent on project

Note that timescales are approximate; phases 3 and 4 may be shortened or combined and phase 5 may be omitted depending on the areas identified and the complexities of management of change – particularly for police staff.

Areas identified as *quick wins* may be fast-tracked.



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Cumbria

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